

Message Text

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FM AMEMBASSY HELSINKI
TO SECSTATE WASHDC 2269

S E C R E T SECTION 1 OF 3 HELSINKI 0125

E.O. 11652: XGDS-3
TAGS: FI
SUBJECT: US GOALS AND OBJECTIVES IN FINLAND

REF: 77 STATE 295575,

1. BEGIN SUMMARY: THIS TELEGRAM IS ORGANIZED IN TWO PARTS. IN PARAGRAPHS 2-7 WE (A) GIVE OUR GENERAL VIEWS AND OBSERVATIONS CONCERNING THE NEW GOALS, OBJECTIVES AND EVALUATION PROCESS, AND (B) COMMENT SPECIFICALLY ON THE STATEMENT OF US GOALS AND OBJECTIVES PRESENTED IN THE REFTEL, JUSTIFYING AND EXPLAINING CHANGES WHICH WE RECOMMEND IN THE STATEMENT. PARAGRAPH 8 SETS OUT OUR PROPOSED REVISED TEXT OF US GOALS AND OBJECTIVES IN FINLAND, NONE OF WHICH IN OUR VIEW IS LIKELY TO RAISE SUBSTANTIVE ISSUES IN THE INTER-AGENCY COMMUNITY. END SUMMARY.

2. A FEW QUESTIONS HAVE OCCURRED TO US CONCERNING PROCEDURAL MATTERS UNDER THE NEW GOALS, OBJECTIVES AND EVALUATION PROCESS BEING DEVELOPED IN WASHINGTON. ONE QUESTION RELATES TO WHETHER WE ARE DEALING SPECIFICALLY WITH THE "AMBASSADOR'S GOALS AND OBJECTIVES" IN FINLAND--AS SUGGESTED BY THE HEADING OF PARAGRAPH 2 IN THE REFTEL--OR WHETHER WE ARE CONCERNED WITH MISSION GOALS AND OBJECTIVES. WHILE OBVIOUSLY THE GOALS AND OBJECTIVES OF THE AMBASSADOR ARE THE SAME IN ESSENCE AS THOSE OF THE MISSION, THERE ARE DIFFERENCES OF PRIORITY, EMPHASIS, AND SPECIALTY. AN AMBASSADOR WOULD

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NOT WANT TO (NOR BE ABLE TO) GIVE EQUAL WEIGHT IN PERSONAL EFFORTS TO ALL GOALS AND OBJECTIVES, WHEREAS THE MISSION AS A WHOLE, THROUGH ITS VARIOUS ELEMENTS AND GUIDED BY THE AMBASSADOR, WOULD BE ABLE TO GIVE BALANCED ATTENTION TO ALL. THE DIFFERENCES BETWEEN THE TWO APPROACHES WOULD BECOME INCREASINGLY CLEAR AS THE PROCESS ENTERS ITS NEXT STAGE OF EVALUATING COURSES OF ACTIONS AND TASKS

UNDERTAKEN IN IMPLEMENTATION OF GENERAL OBJECTIVES AND GOALS. WE HERE HAVE ASSUMED THAT THE DEPARTMENT IS SEEKING A STATEMENT OF THE ENTIRE MISSION'S GOALS AND OBJECTIVES IN FINLAND; OUR RESPONSES AND SUGGESTED CHANGES ARE BASED ON THAT ASSUMPTION.

3. ANOTHER QUESTION CONCERNS THE SEQUENCE IN WHICH WASHINGTON INTENDS TO CONDUCT THE POLICY REVIEW CYCLE UNDER THE NEW FORMAT. WE ASSUME THAT THE STATEMENT OF US GOALS AND OBJECTIVES IN FINLAND WHICH WE ARE NOW BEING ASKED TO COMMENT ON IS ESSENTIALLY A REVISED STATEMENT DERIVED FROM THE POLICY GUIDELINES FOR US/ FINNISH RELATIONS ISSUED BY THE DEPARTMENT IN JUNE OF LAST YEAR, TAKING INTO ACCOUNT THE STATEMENT OF GOALS AND OBJECTIVES FOR THE AMBASSADOR AGREED UPON LAST AUGUST AND SEPTEMBER. WE CONSIDER, THEREFORE, THAT THE CURRENT STATEMENT REMAINS LINKED TO THE POLICY ASSESSMENT PREPARED BY THIS EMBASSY LAST MARCH (77 HELSINKI 0565). WE WONDER WHETHER FUTURE GOAL AND EVALUATION CYCLES WILL BEGIN (AS IN THE PAST) WITH BASIC POLICY ASSESSMENTS PREPARED IN THE FIELD, OR WHETHER WASHINGTON INTENDS TO INITIATE THE NEXT CYCLE WITH A STATEMENT OF GOALS AND OBJECTIVES TO WHICH THE MISSION WILL BE ASKED TO RESPOND.

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4. CONCERNING THE STATEMENT OF US GOALS AND OBJECTIVES IN THE REFTTEL, WE ARE SENSITIVE TO THE DEPARTMENT'S HOPE THAT IT BE ACCEPTED AS IS, BUT WE BELIEVE IT NECESSARY TO SUGGEST A FEW CHANGES. FIRST, WE RECOMMEND THAT A BRIEF STATEMENT OF US INTERESTS IN FINLAND BE INSERTED (AS SHOWN IN THE PROPOSED REVISED TEXT BELOW) BEFORE THE ENUMERATION OF US GOALS AND OBJECTIVES. WE BELIEVE THAT THE SIMPLE ENUMERATION OF GOALS AND OBJECTIVES LACKS MEANING UNLESS LINKED TO THE SPECIFIC AND FUNDAMENTAL US INTERESTS IN FINLAND THEY ARE INTENDED TO ADVANCE.

5. WE RECOMMEND THAT THE GOAL "MAINTENANCE OF A CREDIBLE AND WESTERN-ORIENTED MILITARY ESTABLISHMENT" BE AGAIN INCLUDED AS AN EXPLICIT AND EQUAL US POLICY GOAL IN FINLAND. SECURITY IS A FUNDAMENTAL ISSUE IN FINLAND, AND THE ROLE OF THE FINNISH MILITARY IS A VITAL ONE. WE CANNOT LET THE FACT THAT THERE ARE LIMITATIONS TO THE INFLUENCE THE US CAN EXERT IN THE MILITARY AREA DETER US FROM DOING WHAT WE CAN TO PROMOTE THE MAINTENANCE OF A CREDIBLE AND WESTERN-ORIENTED MILITARY ESTABLISHMENT. IN THE MISSION CONTEXT, THIS

GOAL CANNOT REALLY BE SUBSUMED WITHIN THE GOAL OF CONTINUED
FINNISH COMMITMENT TO WESTERN POLITICAL INSTITUTIONS,
AS IS DONE IN THE REFTEL.

6. WE RECOMMEND THE SHORTENING AND REGROUPING
OF THE POINTS LISTED IN THE REFERENCE MESSAGE UNDER THE
GOAL OF CONTINUED FINNISH COMMITMENT TO WESTERN ECONOMIC
INSTITUTIONS. OUR SUGGESTED CHANGES DO NOT REFLECT
ANY SENSE OF DIMINISHED IMPORTANCE OF THESE POINTS.
RATHER, THE SUGGESTED CHANGES WOULD PROVIDE BETTER
BALANCE--AND APPEARANCE OF BALANCE--BETWEEN
THIS PRIORITY AREA AND OTHER MISSION
PRIORITY AREAS; IN ADDITION, SOME OF THE OBJECTIVES
LISTED UNDER THIS GOAL APPEARED TO US TO BE
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TASKS AND COURSES OF ACTION RATHER THAN OBJECTIVES.

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7. FINALLY, WE RECOMMEND THE ADDITION OF ANOTHER
GOAL, WITH ACCOMPANYING OBJECTIVES, TO REFLECT THE
STATUTORY REQUIREMENTS AND SUPPORT RESPONSIBILITIES
WHICH FORM SUCH AN IMPORTANT PART OF THIS MISSION'S
FUNCTION. FOR EXAMPLE, THE SIGNIFICANT (AND STATUTORY)
CONSULAR SERVICES TO AMERICAN CITIZENS AND TO FINNISH
NATIONALS THAT THIS MISSION PROVIDES AND THE ADMINIS-
TRATIVE SUPPORT THAT WE GIVE TO US DIPLOMATIC AND
CONSULAR POSTS IN THE SOVIET UNION CONSTITUTE IMPORTANT
MISSION OBJECTIVES AND RESPONSIBILITIES WHICH NEED TO

BE REFLECTED IN POLICY EVALUATION DOCUMENTS AS WELL AS IN RESOURCE MANAGEMENT AND BUDGETARY STUDIES. THIS IS NOT A CONCERN UNIQUE TO FINLAND, OF COURSE, BUT IF WE ANTICIPATE THE EVOLUTION OF THIS DOCUMENT INTO A POLICY/RESOURCE PLANNING STATEMENT, ACCOUNT MUST SOMEWHERE BE TAKEN OF THESE US INTERESTS AND OBLIGATIONS WHICH CALL UPON A SUBSTANTIAL PORTION OF OUR RESOURCES.

8. BEGIN REVISED TEXT PROPOSED BY MISSION. US GOALS AND OBJECTIVES IN FINLAND.

STATEMENT OF US INTERESTS.

THE PRIMARY US INTEREST IN FINLAND IS TO MAXIMIZE ITS NEUTRALITY, AFFIRM ITS INDEPENDENCE FROM THE SOVIET UNION, AND SUPPORT ITS POSITION AS A WESTERN-ORIENTED, NON-COMMUNIST ECONOMIC AND POLITICAL SOCIETY. BY DOING SO, WE REDUCE THE POTENTIAL THREAT OF SOVIET

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MILITARY USE OF FINNISH TERRITORY, AND THE CONSEQUENT DETERIORATION THIS WOULD ENTAIL FOR NATO AND NORTHERN FLANK SECURITY. IN A BROADER SENSE, WE HAVE AN INTEREST IN COORDINATING ON MAJOR INTERNATIONAL ISSUES WITH FINLAND, AS A SOCIETY WITH WHICH WE SHARE BASIC PERCEPTIONS OF HUMAN RIGHTS, DEMOCRATIC PRINCIPLES, AND SOCIAL JUSTICE. MISSION GOALS AND OBJECTIVES.

I. FINNISH NEUTRALITY AND INDEPENDENCE.

--DEMONSTRATE SUPPORT FOR FINNISH INDEPENDENCE AND NEUTRALITY OF PUBLIC AND PRIVATE STATEMENTS.

--DEEPEN BILATERAL CONSULTATIONS AND PROMOTE BETTER EXCHANGE OF INFORMATION ON MAJOR WORLD ISSUES, PARTICULARLY HUMAN RIGHTS AND DISARMAMENT, ENCOURAGING FINLAND TO PLAY FULLY THE ROLE OF AN OBJECTIVE NEUTRAL.

--SEEK GREATER FINNISH PARTICIPATION IN INTERNATIONAL FORA AND IN GLOBAL ISSUES, SUCH AS THE NORTH/SOUTH DIALOGUE, THUS SUPPORTING FINLAND'S EFFORTS TO ENHANCE ITS NEUTRAL STATUS AND DEAL CONFIDENTLY WITH THE USSR WITHIN THE ESTABLISHED FRAMEWORK OF THEIR RELATIONSHIP.

II. CONTINUED FINNISH COMMITMENT TO WESTERN POLITICAL INSTITUTIONS.

--IDENTIFY AND CULTIVATE GROUPS MOST LIKELY TO PARTICIPATE IN DETERMINING A SUCCESSOR TO PRESIDENT KEKKONEN, DEVELOPING CONCURRENTLY RELATIONSHIPS WITH INDIVIDUALS MOST LIKELY TO SUCCEED HIM.

--IDENTIFY, OBTAIN ACCESS TO AND CULTIVATE FINNISH ORGANIZATIONS AND PERSONALITIES (ESPECIALLY POLITICALLY ORIENTED YOUTH GROUPS) WHICH NOW OR IN FUTURE MAY INFLUENCE DECISIONMAKING AFFECTING FINLAND'S POLITICAL INSTITUTIONS.

--ENCOURAGE EXPANDED BILATERAL CONTACT, IN THE POLITICAL,
LABOR, CULTURAL, SCIENTIFIC AND SOCIAL FIELDS, THROUGH
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PRIVATE AS WELL AS OFFICIAL CHANNELS.

III. CONTINUED FINNISH COMMITMENT TO WESTERN ECONOMIC
INSTITUTIONS.

--ENSURE THAT THE US IS SEEN TO BE SYMPATHETIC TO
FINLAND'S ECONOMIC PROBLEMS, WHILE DISCOURAGING
TRADE AND PAYMENTS RESTRICTIONS.

--PROMOTE CLOSE CONSULTATIONS ON BILATERAL TRADE
ISSUES, ENCOURAGE UNDERSTANDING OF US POSITIONS
IF US LAWS OR NATIONAL POLICY OBJECTIVE PREVENT
MUTUALLY SATISFACTORY RESOLUTION OF SUCH ISSUES, AND
SEEK TO MINIMIZE EFFECTS OF THESE IRRITANTS ON OUR
BROADER RELATIONS.

--ENCOURAGE EXPANSION OF TWO-WAY TRADE, INCLUDING
THE FAIR TREATMENT OF BIDS BY THE FINNISH SHIPBUILDING
INDUSTRY SO THAT US DECISIONS ARE MADE AND PERCEIVED
TO BE MADE ON THE BASIS OF PRICE, QUALITY AND SUITABILITY
FOR MISSION.

--FOLLOW THE DEVELOPMENT OF FINNISH ECONOMIC RELATIONS
WITH THE SOVIET UNION AND EASTERN EUROPE AND THEIR
IMPACT ON BROADER FENNO-SOVIET RELATIONS AND FINLAND'S
GATT OBLIGATIONS, WITH SPECIAL ATTENTION TO THE
DEVELOPMENTS WHICH COULD AFFECT THE CHARACTER OF
FINLAND'S ECONOMIC INSTITUTIONS AND ECONOMIC RELATIONS
WITH THE WEST.

IV. MAINTENANCE OF A CREDIBLE AND WESTERN-ORIENTED
MILITARY ESTABLISHMENT.

--PROMOTE THE HIGHEST LEVEL OF EXCHANGE POSSIBLE
BETWEEN THE FINNISH AND AMERICAN MILITARY.

--MAKE AVAILABLE AND ENCOURAGE THE FINNISH DEFENSE FORCES TO
AVAIL THEMSELVES OF US TRAINING OPPORTUNITIES.

--DISCOURAGE EXCESSIVE DEPENDENCE ON WARSAW PACT
SOURCES OF MILITARY EQUIPMENT BY RECEPTIVITY TO
FINNISH INTEREST IN WESTERN PROCUREMENT.

V. A RELATIVELY HIGH US PROFILE IN FINLAND AND
OBJECTIVITY IN THE FINNISH MEDIA.

--ENSURE THAT THE US IS SEEN AS INTERESTED IN
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FINLAND, ITS EFFORTS TO ENSURE NEUTRALITY AND INDEPENDENCE,
ITS PROBLEMS AND ACHIEVEMENTS, AND ITS ATTACHMENT
TO DEMOCRATIC INSTITUTIONS.

--IDENTIFY AND CULTIVATE MEDIA LEADERS AND OPINION

MOLDERS, AND KEY MISSION'S ACTIVITIES TO THIS AIM.

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VI. EFFECTIVE PROVISION OF REQUIRED CONSULAR AND
ADMINISTRATIVE SUPPORT SERVICES.
--PROVIDE EFFICIENT STATUTORY CONSULAR SERVICES TO
AMERICAN CITIZENS AND FINNISH NATIONALS.
--PROVIDE EFFECTIVE ADMINISTRATIVE SUPPORT FOR US
DIPLOMATIC AND CONSULAR MISSIONS IN THE SOVIET UNION.

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